

SECTION C -- CONTRACT DESCRIPTION / SPECIFICATIONS / STATEMENT OF WORK

C.1 DESCRIPTION

The Census is an extraordinary initiative and the largest peacetime mobilization in America's history. Once every ten years the United States takes a "snapshot" of its population, determining how many people reside within its borders, who they are, and where they live. It is an extremely complex undertaking that requires the participation of every household in the country, reaching people from the most remote Alaskan villages to the most crowded inner cities. It is basic to our democracy, as the census is the basis for the apportionment of seats in the House of Representatives. This once-a-decade snapshot is critical to the planning needs of our country, and it is vital that all residents participate.

As complex as it is, the 2010 Census count must be as complete and accurate as possible and conducted at a reasonable cost to the American taxpayer. An effective communications strategy is critical to its success.

Communications must create awareness about the census and motivate each household to fill out and return the census questionnaire as soon as possible after receipt, as the cost of conducting the census multiplies when forms are not returned promptly. The Census Bureau estimates that two-thirds of the overall 2010 Census costs will be spent enumerating people who do not reply by mail. It costs approximately \$75 million to enumerate each additional percentage point of households that requires follow-up by a census enumerator.

The Census Bureau is seeking a Contractor that will create, produce and implement an integrated marketing communications campaign to meet the communications goals of the 2010 Census. The Contractor will use an appropriate mix of communications tools. The communications strategy will be integrated with the Census Bureau's decennial census operations, partnership outreach and internal public relations activities to ensure that consistent messages are delivered seamlessly at every stage of the process.

C.2 BACKGROUND

C.2.1 Constitutional Mandate

The demand for an accurate national census can be traced to the creation of our nation. The U.S. Constitution, adopted in 1787, provides for a national census in Article I, Section 2:

Representatives and direct Taxes shall be apportioned among the several States which may be included within this Union, according to their respective Numbers...the actual Enumeration shall be made within three Years after the first Meeting of the Congress of the United States, and within every subsequent Term of ten Years, in such Manner as they shall by law direct...

Initially, the census was created in order to help answer just two questions: How many members of the House of Representatives should each State elect? and How much should each State contribute to paying off the debts from the Revolutionary War?

Today, the census not only gives an accurate count of how many of us there are and *where* we are, but also helps fuel the American economy. From high-tech manufacturing to agriculture; to the construction trades to government efficiency, census-driven data are essential to making good decisions about competing in a global economy and to designing intelligent public policy.

Title 13 of the United States Code is the legal basis for the decennial census. Responding to the census is mandatory and all answers are confidential and protected from disclosure under Title 13.

C.2.2 Recent Experience

As the size, diversity and complexity of our population have increased, so have the challenges to conducting an accurate census. In 1970, 78 percent of housing units responded without the need for in-person follow-up (note that housing units include both occupied and vacant addresses). That number dropped to 75 percent in 1980, and to 65 percent in 1990. Experts estimated that the mail response rate for Census 2000 would be 61 percent, or about 73 million responses out of an estimated 120 million housing units. Such a response rate would have required the Census Bureau to send an enumerator to approximately 47 million addresses during the nonresponse follow-up (NRFU) phase – historically the most labor- and cost-intensive element of decennial census operations.

During previous censuses, the Census Bureau relied on public service announcements (PSAs) to promote participation, but PSAs did not reach a broad enough audience to prove effective in raising the level of public awareness about the census. As a result, the Census Bureau undertook an ambitious integrated marketing strategy in 2000 that included the first-time use of paid advertising and a comprehensive partnership program. Combined with media relations, promotions and special events, the efforts were designed to educate people about the census, motivate them to return their questionnaires, and encourage cooperation with enumerators.

The Census Bureau's strategy paid off. Census 2000 mail response rates increased to 67 percent – two percentage points over 1990 levels, and six points over the projected rate of 61 percent.

Census 2000 also succeeded in closing critical coverage gaps among minority populations. A small fraction of the total population is “missed” during the decennial census, and some populations are missed at a disproportionate rate (the “differential undercount”). Renting, rather than owning a home, is the most defining characteristic of people who are not counted during the census, or who are more difficult to count. They also tend to be characterized by high unemployment, low education, low income, difficulty reading or writing English, and crowding, among other factors. Although minority groups are disproportionately represented among the hard to count, minority status is just one of many contributing factors.

The Census Bureau wants to ensure that we preserve and improve upon the gains that were made during Census 2000, both in the mail response rates and in the undercount. We recognize that we face new response rate challenges in 2010, including growing concerns over privacy and identity theft. Communicating the fact that the law and myriad security measures protect respondents' data may be an important part of the campaign.

Additional background about the decennial census can be found via the Census Bureau Web site at <http://www.census.gov/procur/www/2010communications/index.html> (also accessible via the “Doing Business With Us” link on the Census Bureau home page [<http://www.census.gov>]).

C.2.3 Geographic Scope of the 2010 Census

The 2010 Census will enumerate the resident population of the United States as of April 1, 2010, which will be referred to as Census Day. Everyone living in the 50 States, the District of Columbia, Puerto Rico, the U.S. Virgin Islands, Guam, American Samoa, and the Northern Mariana Islands will be enumerated, based on their usual place of residence.

C.2.4 A Reengineered 2010 Census

The 2010 Census will be a “short form-only” census. Every household will receive a form that asks a limited number of questions, such as the residents’ name, age, gender, race and Hispanic origin. This is a significant change from every census since 1940, in which a subset of households received the so-called “long form” asking over 50 questions on issues ranging from education to income to housing. In 2000, one in six households was required to fill out the long form. There will be no “long form” in 2010. The Census Bureau’s new American Community Survey (ACS) collects data on an ongoing basis, producing the same information every year that used to be collected every ten years.

As part of the 2010 Decennial Census Program, the American Community Survey will be ongoing during the 2010 Census. The contractor should acknowledge the ACS and it’s relationship to the 2010 Census as part of the overall communications campaign.

The 2010 Census will also feature significant operational efficiencies. The most visible change will be the enumerators’ use of handheld computers, replacing pencil and paper forms, eliminating transcription errors and allowing faster updates via encrypted transmissions.

For the first time in 2010, the Census Bureau will send a replacement questionnaire to nonrespondents after an initial period of time. In previous censuses only one questionnaire was mailed to an address; if it was not returned, the nonrespondent household was automatically placed on the list for nonresponse follow-up by an enumerator. The use of the replacement questionnaire is expected to significantly increase mail response and lower costly enumerator follow-up.

Another major change for the 2010 Census will be the mailout of a bilingual (English and Spanish) questionnaire to selected areas.

C.2.5 Census Data Collection

The vast majority of addresses (about 85 percent) are enumerated using the mailout-mailback process. Prior to Census Day, each of these addresses is mailed an advance letter followed by the questionnaire. Ideally, the recipient completes and promptly returns the mailed questionnaire. Respondents receive a reminder postcard. The Census Bureau sends a second questionnaire to those who have not yet responded. Approximately one month after Census Day, enumerators begin visiting each address that has not responded in order to interview someone or to determine if the housing unit is vacant. Special methods are used to interview persons who live in households without standard street addresses. These include hand-delivery of the questionnaire or direct interviews.

C.2.6 Stakeholder Networks

The Census Bureau has an extensive network of stakeholders who have an interest in ensuring a complete and accurate census, all of whom play a role in ensuring a successful census.

- **Census Advisory Committees** that represent different racial, ethnic, special interest, or professional constituencies advise the Census Bureau on how to better achieve a complete and accurate count. The committees involved are: the 2010 Census Advisory Committee, the Race and Ethnic Advisory Committees (consisting of five committees for African Americans, Hispanics, Asians, American Indians and Alaska Natives, and Native Hawaiian and Other Pacific Islanders), and the Census Advisory Committees of Professional Associations, including advisory committees of the American Marketing Association, the American Statistical Association, the Population Association of America, and the American Economic Association.
- **Local, state, and tribal governments** play an important role in promoting census participation and assisting with outreach and operations.
- **Congress** establishes the Census Bureau's budget. Of particular relevance to Congress is the census' final enumeration, on which apportionment and redistricting is based.
- **A nationwide network of census data centers** serve as local data resources. These include approximately 1,700 State Data Centers and 47 Census Information Centers.
- **Numerous other nongovernmental and private groups** have a vested interest in the census.

The Census Bureau works directly with all of these groups. The Contractor should consider these stakeholders and the role they might play in promoting the census when the Contractor develops the overall campaign strategy. Although the Contractor may be asked to develop materials for some or all of these groups to use, the Contractor will usually not work directly with them. However, to the extent that the advisory committees and Congress are interested in the status and progress of this contract, the Contractor may be asked to meet with or present information to them.

C.2.7 The Partnership and Data Services (PDS) Program

The Census Bureau's Partnership and Data Services (PDS) Program will be a critical component of the overall communications campaign for the 2010 Census, implemented through the Census Bureau's 12 regional offices, as defined in Sec. C.4.7. The Census Bureau anticipates hiring over 600 Partnership and Data Services Specialists who will work with state, local, and tribal governments; community-based organizations; media outlets; businesses; schools; and others in communities across the country. In working with partners, one of the primary goals will be to identify the trusted individuals and gatekeepers within each community who are willing to use their credibility to encourage cooperation from those who are reluctant to respond. In addition, partners will support or sponsor promotional activities to raise awareness and encourage participation in the 2010 Census.

While the program is designed to reach out to all segments of the population, special emphasis is placed on working with the hard-to-count populations, as they are often not responsive to mainstream methods of communications. The program recognizes the value of community input and that broad-based participation must be built at the local and community level. The program will also provide support to decennial census operations at the local level including but not limited to recruitment and the nonresponse follow-up operation.

The stakeholders listed in Section C.2.6 and the local partners described in Section C.2.7 are all potential partners for the 2010 Census.

C.3 SCOPE OF WORK

The Census Bureau requires an integrated marketing communications campaign that will achieve the communications goals, as set forth in Section C.5.1.

The Contractor will be responsible for numerous tasks as part of this campaign. These may include: (1) reviewing and/or validating existing research, conducting additional research, and analyzing data to support the overall integrated communication strategy; (2) creating and implementing an integrated marketing communications strategy to achieve the stated goals; (3) identifying the strategy for the partnership and data services program, as well as providing materials; (4) creating advertising, planning and placing media and developing other communications materials; (5) developing an integrated public relations strategy, corresponding messages and materials, and sharing implementation with the Census Bureau's in-house public affairs team; (6) working closely with the Census Bureau regional offices to implement the integrated marketing communications campaign, including coordinating with the regional offices on promotional activities; (7) developing brand identity guidelines to ensure the integrity and consistent use of the 2010 Census logo; (8) creating and implementing an ordering and fulfillment system for promotional materials for partners; and (9) conducting recruitment advertising to attract qualified job candidates. Recruitment advertising would be limited to creative development and national media buying. Most placements would be locally placed by companies outside of this contract.

Each task will be specifically described in an individual delivery task order (see Section H.35, Task Request/ Ordering Procedures). Any modification to the objective and/or task order must be in accordance with the general scope of work and the terms and conditions of the contract.

All plans and materials are subject to Census Bureau approval.

The Contractor shall provide to the Census Bureau all requested information in a mutually agreed upon format and data transmission method.

C.4 SPECIFIC REQUIREMENTS

Specific requirements for some of the potential tasks may include, but are not limited to:

C.4.1 Campaign Research

The Contractor must base the strategies and tactics of the 2010 Communications Campaign on a solid foundation. The Contractor and all subcontractors conducting research must comply with the Office of Management and Budget (OMB) regulations regarding surveys and research. The Census Bureau has conducted research on the effectiveness of operations and the characteristics of responders and nonresponders. The Contractor will have access to this information in order to develop and refine the communications campaign.

C.4.2 Advertising

The Contractor shall obtain best commercial rates available and pursue negotiated added value in media points, sponsorships and/or promotions to increase the overall value of the media buy. The Contractor shall return any applicable discounts granted by the media to the Census Bureau.

The Contractor shall subcontract with an independent research organization for the evaluation of the effectiveness of the creative (copy-testing).

The Contractor shall develop, maintain, and administer an ad tracking system that permits continuous tracking against the key target populations that would allow for rapid course corrections in the level of media weight or shifts in message through time.

The Contractor shall obtain and maintain on file, all cost related records, including affidavits, tear-sheets, or other advertising industry standard proof-of-performance documents for review by the Census Bureau and for purposes of audit as required by the contract and other federal statutes. These records shall be maintained for five (5) years or through contract close-out, which ever comes first.

The Contractor shall preserve all films, tapes, commercials, slides, negatives, and any and all other items produced for the 2010 Communications Campaign. The Contractor shall provide an archival copy of all final products. No items shall be destroyed or discarded without the prior

approval of the Contracting Officer's Technical Representative (COTR). An inventory shall be maintained and provided to the COTR on agreed-upon dates.

C.4.3 Partnerships

The Contractor will be expected to develop the overall communications campaign that utilizes partners as part of the strategy. The Contractor will develop tactics and design and produce materials for partners' use. The actual implementation of the partnership component will be divided among Census Bureau offices and the Contractor, based on consultations between the Census Bureau and the Contractor after award.

C.4.4 Target Audience Capability

The Contractor shall have, or shall subcontract with firms that have expertise and experience in marketing to historically undercounted populations. These populations include such groups as African Americans, Asians, Hispanics, American Indians and Alaska Natives, Native Hawaiians and Pacific Islanders; however, minority status is not the sole indicator of hard-to-count and nonrespondent populations, as described in Section C.2.2. The Contractor should be able to help further identify and target nonrespondent populations.

In addition to the above-mentioned populations, the Contractor shall have or shall subcontract with firms that have expertise and experience in reaching and marketing to the population of Puerto Rico, the U.S. Virgin Islands, Guam, American Samoa, and the Northern Mariana Islands.

C.4.5 Printing

The Contractor must coordinate with the Government Printing Office (GPO) for all printing requirements. Products that are printed (generally using offset lithography, gravure, or silkscreen printing processes) will be purchased through the Government Printing Office (GPO).

C.4.6 Government Approval of Communications Materials and Strategies

The Contractor will provide copies for approval before producing the final communications products and plans. The Contractor will provide adequate time for review and approval of all materials. In addition, the Government may disapprove for cause any product or professional talent whose appearance is deemed to not be in the best interest of the Government, notwithstanding the individual's professional qualifications. Disapproval for cause could result from items including, but not limited to, events in the individual's public or private life which could cast doubt about his/her veracity or credibility as a Census Bureau spokesperson or which would otherwise create a negative impression of the Census Bureau. Likewise, the Census Bureau will disapprove any strategy, tactic or communications material that could in any way erode public confidence in the Census Bureau's commitment to safeguarding the personal information we collect.

C.4.7 Location of Services

The Contractor shall manage the 2010 Census Communications Campaign with the Census Bureau's headquarters in Suitland, Maryland. The campaign also will be coordinated and implemented in the Census Bureau's 12 regional offices in Atlanta, Boston, Charlotte, Chicago, Dallas, Denver, Detroit, Kansas City (Kansas), Los Angeles, New York, Philadelphia and Seattle. The census of Puerto Rico is managed out of the Boston Regional Office, and Census Bureau headquarters manages the censuses in cooperation with the governments of the U.S. Virgin Islands, Guam, American Samoa, and the Commonwealth of the Northern Mariana Islands.

On-site support (at Census Bureau locations) will be negotiated on a need basis.

C.4.8 In-Language Materials

The Contractor must be able to create materials in-language for appropriate advertising and communications materials. In addition, the Contractor should be prepared to work with the Census Bureau on the review of all non-English materials. This review process is still being defined and will be shared with the Contractor after award.

C.5 GOALS AND MEASURING PERFORMANCE**C.5.1 GOALS**

The Census Bureau in 2010 will make every effort to improve the accuracy of census coverage by enumerating each household and person. The Contractor shall devise an overall communications strategy to support the following objectives:

- Increase mail response
- Improve cooperation with enumerators
- Improve overall accuracy and reduce the differential undercount

The communications campaign must include effective strategies and tactics to raise awareness, change attitudes, and influence behavior.

C.5.2 MEASURING PERFORMANCE

The Census Bureau seeks a complete, accurate and efficient decennial census in 2010. Objectives that help meet this goal include (1) increasing mail response, (2) improving cooperation with enumerators, and (3) improving overall accuracy and reducing the differential undercount. Effective communications contribute to the achievement of these objectives, but a direct link may be impossible to measure given the many other contributing factors on which those objectives are based, as well as the operational realities of a once-a-decade, nationwide census.

The evaluation of the overall campaign will be designed and implemented through a separate contract with an independent contractor. Evaluating the effectiveness of the overall campaign will involve assessing the extent to which the campaign moves people toward the goal of responding to the census. This may consist of measuring the effectiveness of specific messages for target audiences, measuring increases in awareness of the census and changes in attitudes toward the census (survey research), and measuring changes in intention to return the census form and actual return of the form (survey research; modeling). These are general measures of effectiveness, and when used together, provide a good indicator of how well a campaign does in support of the overall objectives.

The performance measures for the Contractor will be determined on a task-by-task basis in consultation between the Census Bureau and the Contractor. The Contractor's first assignment (Task Order 1) will be to develop a research-based national communications campaign plan. As part of that task, the Contractor will recommend specific campaign strategies and tactics. The Census Bureau will negotiate the terms of this incentive with the Contractor to determine specific performance measures and goals based on the specific type of campaign developed.

After completion of Task Order No. 1, an Incentive Plan will be developed together by the Contractor and the Government. The plan shall be directly linked to achieving contract results and fulfilling the Government goals for this contract, as defined in Section C.5.1.

In addition, subsequent task orders will include additional performance measures proposed by the Contractor and subject to Census Bureau approval. Progress toward the achievement of small business subcontracting goals will be one measure used.

C.6 SMALL BUSINESS SUBCONTRACTING

It is the Census Bureau's goal to assist the Department of Commerce in meeting or exceeding its small business goals. Contractors shall note that the current subcontracting goals (expressed in terms of a percentage of total contract value) for the Department of Commerce for FY 2007, as identified at www.osec.doc.gov/osdbu/Accomplishments.htm, are as follow:

Small disadvantaged businesses	17 %
Women-owned small businesses	8 %
HUBZone small businesses	3 %
Veteran-Owned Small Businesses	3 %
Service-disabled Veteran-Owned Small Businesses	3 %
Small businesses (inclusive of all of the above)	40 %

For this contract, the Contractor shall establish, maintain, and adhere to a Small Business Subcontracting Plan that commits the maximum practicable opportunity for small businesses within the contract, aiming to achieve to the maximum extent possible the goals identified above. The plan shall be in accordance with FAR Part 19, with specific attention paid to FAR 19.7 and FAR 52.219-9.

In addition, the Contractor shall also establish, maintain and adhere to a Small Business Subcontracting Participation Plan that addresses how the Contractor intends to include and involve small businesses during the performance of the contract.

[End of Section C]